

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 7th July 2020

Report of:

Head of Planning

Contact Officers:

Andy Higham
Claire Williams
Maria Demetri 02081321658

Ward:

Upper Edmonton

Application Number: 20/01134/RE4

Category: Minor Dwellings

LOCATION: Dover House Surgery, 28 Bolton Road, London, N18 1HR

PROPOSAL: Conversion of the vacant doctors surgery (D1 use class) into 1 self contained flat with wheelchair access, involving the replacement of the existing doors and windows, together with associated landscaping.

Applicant Name & Address:

Mr Charles McCaskill
London Borough of Enfield
Silver Street
Enfield
EN1 3ES

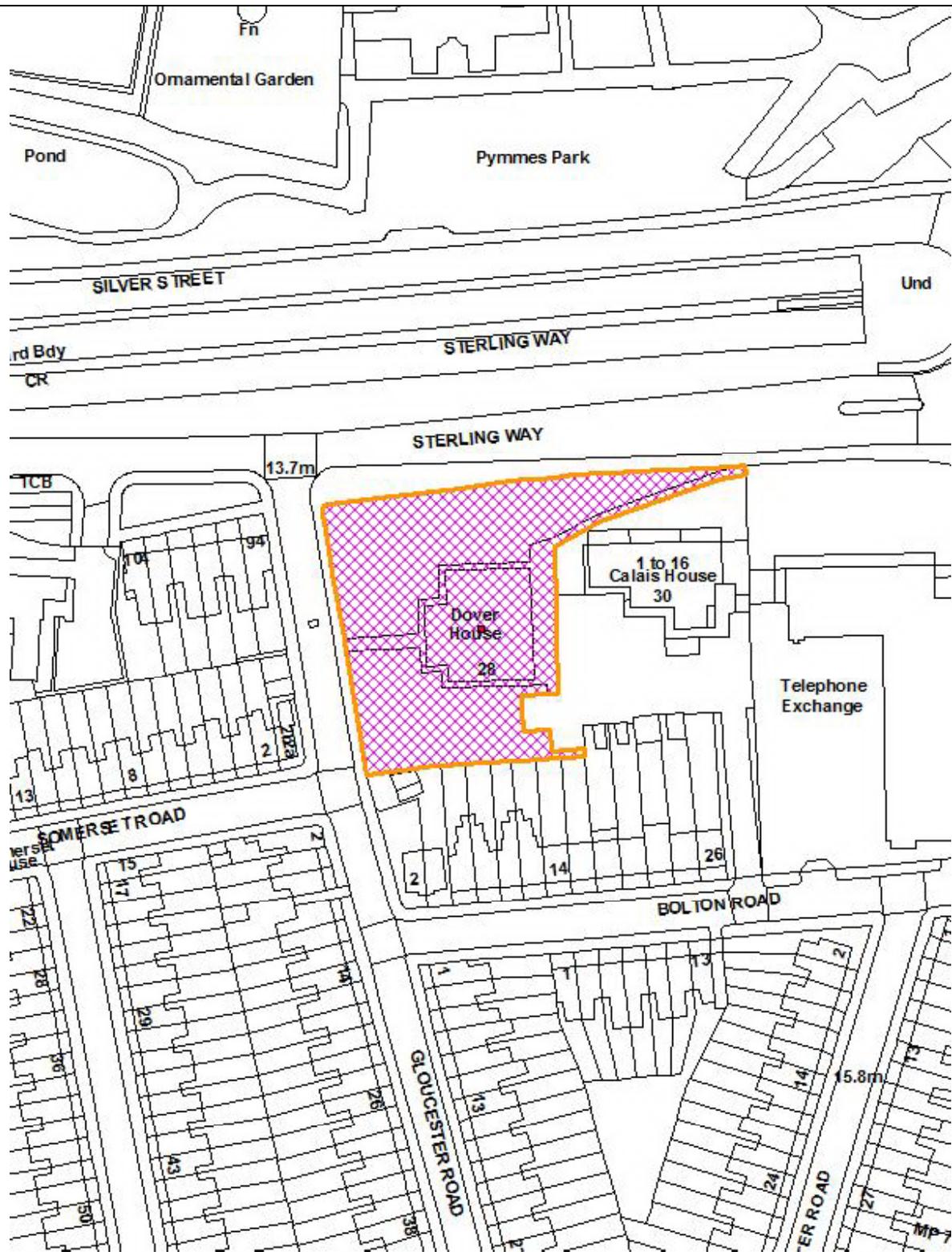
Agent Name & Address:

Ms Mary Moran
Sandford House
1B Claremont Road
Teddington
TW11 8DH

RECOMMENDATION:

That in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.

Ref: 20/01134/RE4 LOCATION: Dover House Surgery, 28 Bolton Road, London, N18 1HR



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Scale 1:1250

North



1.0 Note for Members

- 1.1 Although an application of this scale and nature would normally be determined under delegated authority, the application is being reported to the Planning Committee because the application site, including the whole of Dover House, is Council owned.

2.0 Recommendation

- 2.1 That in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to the following conditions:

1. Time Limited Permission (C51)
2. Approved Revised Plans (C61)
3. Materials to match (C08)
4. No additional fenestration (C25)
5. Energy Statement demonstrating 19% CO2 emission improvement
6. Energy Performance Certificate (EPC)
7. Water Consumption
8. BREEAM Very Good
9. Hard and soft landscaping / biodiversity enhancements
10. Full details of the means of enclosure
11. Unit to be built in accordance with M4(3)

3.0 Executive Summary

- 3.1 This report seeks approval for the conversion of the vacant doctors surgery, formerly known as Dover House Surgery, into a 1 x 3 bedroom self contained flat with wheelchair access.

- 3.2 The reasons for recommending approval are:

1. The loss of the community facility, namely the GP surgery, has been robustly justified in accordance with Policy DMD 17 of the Development Management Document (2014) as a suitable replacement facility has been provided to cater for the local community which maintains the same level of public provision and accessibly.
2. The proposal is for a 3 bedroom family unit, which adds to the housing stock in the Borough. This actively contributes towards both Borough specific and London-wide strategic housing targets.
3. The proposal is creating high quality accommodation, including amenity space, and is also fully wheelchair accessible.
4. There would be no harm to visual amenity or residential amenity.

5. There would be no harm to the safe and free flow of pedestrian, cycle and vehicle movement.
 6. The proposal would make a positive beneficial use of a vacant unit.
- 3.3 Should Members be minded to approve the application, the unit will form part of the Council's social housing stock and will be allocated to an applicant on the Council's register with particular accessibility needs.

4.0 Site and Surroundings

- 4.1 Dover House is a 14 storey residential apartment block of 40m in height, constructed in the late 1960s having obtained planning permission in 1967. The whole block is Council owned. A purpose built GP surgery occupied the ground floor unit until it closed in October 2018. The GP surgery merged with Angel Surgery on Fore Street, 0.4 miles away. This ground floor unit, with its own entrance, has subsequently remained vacant. The ground floor unit is the subject of this planning application.
- 4.2 Dover House is situated on the northern side of Bolton Road, with vehicular access to the south eastern corner of the site onto Bolton Road and pedestrian access to the western side of the site.
- 4.3 The street scene is predominantly residential with rows of terraced dwellings, however the Telephone Exchange abuts the site to the east and Sterling Way to the north.

5.0 Proposal

- 5.1 This proposal seeks permission for the change of use from a vacant GP surgery (D1) into 1 self contained residential unit with 3 bedrooms, that is fully wheel chair accessible. The proposal would also involve the replacement of the existing doors and windows with new windows and doors, as well as the provision of an enclosed private amenity area. Further, the proposal also seeks minor alterations to the footpath leading to Dover House.

6.0 Relevant Planning History

- 6.1 17/02962/RE4

Conversion of Caretakers space into 1 x 2 bed self-contained flat involving installation of windows.

Granted Permission subject to conditions on 21st December 2017. It was determined at the 17th October 2017 Planning Committee.

7.0 Consultation

- 7.1 *Public Response*

Consultation letters were issued to 77 neighbouring and nearby properties. One response in support of the proposal has been received however the response also raised matters of public consultation.

Officer Response: Consultation has been carried out in accordance with our statutory obligations and that all neighbouring properties that adjoin the site have been consulted in line with Council's adopted Community Statement of Involvement and the Development Management Procedural Order.

7.2 Internal Consultees

Traffic and Transport

7.2.1 No objection raised

7.3 External Consultees

TFL

7.3.1 No comment required to be provided.

8.0 Relevant Policies

8.1 *Draft New London Plan*

8.1.1 A new draft London Plan was published 29 November 2017 for consultation purposes with consultation ending 2 March 2018. The current 2016 consolidated London Plan is still the adopted Development Plan for Greater London, but the Draft New London Plan is now a material consideration in planning decisions. The significance given to it is a matter for the decision makers, but it gains more weight as it moves through the process. It was anticipated that the adoption/publication of the final London Plan would have been in March 2020, and as such its weight, as a material consideration, is increasing.

8.1.2 The Intend to Publish London Plan was published on 9 December 2019. The Secretary of State for Housing, Communities and Local Government has responded and directed that the Plan cannot be published until the Directions he has listed are addressed. In the circumstances, it is only those policies of the Intend to Publish version of the London Plan, that remain unchallenged to which weight can be attributed.

GG6 Increasing efficiency and resilience
D4 Delivering good design
D5 Inclusive design
D8 Public Realm
D11 Safety, security and resilience to emergency
G5 Urban Greening
G6 Biodiversity and access to nature
G7 Trees and woodlands
SI1 Improving air quality
SI12 Flood risk management
SI13 Sustainable drainage
T1 Strategic approach to transport
T2 Healthy Streets
T3 Transport capacity, connectivity and safeguarding
T4 Assessing and mitigating transport impacts
T5 Cycling
T6 Car Parking

8.2 *London Plan*

Policy 3.3 - Increasing housing supply
Policy 3.4 - Optimising housing potential
Policy 3.5 - Quality and design of housing development
Policy 3.8 - Housing choice
Policy 3.9 - Mixed and balanced communities
Policy 3.10 - Definition of affordable housing
Policy 3.11 - Affordable housing targets
Policy 3.12 - Negotiating affordable housing on schemes
Policy 3.13 - Affordable housing thresholds
Policy 5.1 - Climate change mitigation
Policy 5.2 - Minimising carbon dioxide emissions
Policy 5.3 - Sustainable design and construction
Policy 5.7 - Renewable energy
Policy 5.13 - Sustainable drainage
Policy 5.14 - Water quality and wastewater infrastructure
Policy 5.15 - Water use and supplies
Policy 5.16 - Waste self sufficiency
Policy 6.13 - Parking
Policy 7.1 - Building London's neighbours and communities
Policy 7.4 - Local character
Policy 7.6 – Architecture

8.3 *Core Strategy*

CP2 - Managing the supply and location of new housing
CP3 - Affordable housing
CP4 - Housing Quality
CP5 - Housing Types
CP6 - Meeting Particular Housing Needs
CP7- Health and Social Care Facilities and the wider determinants of health
CP8 - Education
CP9 - Supporting Community Cohesion
CP11- Recreation, Leisure, Culture and Arts
CP20 - Sustainable Energy use and Energy Infrastructure
CP21 - Delivering Sustainable Water Supply, Drainage and Sewerage Infrastructure
CP24 – Transportation
CP30 - Maintaining and Improving the Quality of the Built and Open Environment
CP46 - Infrastructure Contributions

8.4 *Development Management Document*

DMD2 - Affordable Housing on Sites of less than 10 units
DMD3 - Providing a Mix of Different Sized Homes
DMD5 – Residential conversions
DMD6 - Residential Character
DMD8 - General Standards for New Residential Development
DMD9 - Amenity Space
DMD17 – Protection of Community Facilities
DMD37 - Achieving High Quality and Design-Led Development
DMD38 - Design Process

DMD45 - Parking Standards and Layout
DMD 46 – Vehicle Cross overs and Dropped kerbs
DMD49 - Sustainable Design and Construction Statements
DMD50 – Environmental Assessment Methods
DMD 51 – Energy Efficiency Standards

8.5 *Other Policy*

NPPF
NPPG
London Housing SPG
Strategic Housing Market Assessment (SHMA)
Section 106 SPD
Nationally Described Space Standards
Enfield Characterisation Study

9.0 Analysis

9.1 The main issues arising from the proposal for Members to consider are:

- Principle of change of use;
- Impact on the street scene and character of the area;
- Internal floor space and layout;
- Impact on residential amenity;
- Amenity space provision;
- Traffic and Transportation;
- Section 106;
- Biodiversity;
- Sustainable Development;
- Accessibility; and
- Other matters.

Principle of the change of use

9.2 Policy DMD 17 of the Development Management Document (2014) states that the Council will protect existing community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility; or
- b. Evidence is submitted to demonstrate that there is no demand for the existing use or any alternative community use.

9.3 The GP surgery is defined as a community facility. The GP surgery occupied the ground floor unit until it closed on 1st October 2018. Therefore, the unit has been vacant for some 18 months. The surgery closed down because of a merger between it and the Angel Surgery on Fore Street, 0.4 miles away. In this regard, a suitable replacement facility was found to cater for the local community which maintains the same level of public provision and accessibility. Therefore, there is no objection to the loss of the community facility by virtue of DMD 17 of the Development Management Document (2014). As the loss of the community facility has been accepted by planning policy, an assessment

as to whether the change of use from D1 (community facility) to residential (C3) is acceptable is required.

- 9.4 The proposal would be compatible with Policies 3.3 and 7.5 of the London Plan and Core Policy 2 of the Local Plan insofar as it provides an addition to the Borough's housing stock which actively contributes towards both Borough specific and London-wide strategic housing targets. However, this position must be appraised in relation to other material considerations including: achieving an appropriate residential mix in keeping with the character of the area; adequate internal floor space and layout; servicing; parking provision; residential amenity.
- 9.5 Policy 5 of the Local Plan seeks to ensure that 'new developments offer a range of housing sizes to meet housing needs' it is noted informed by the 2015 Strategic Housing Needs Assessment that the supply-to-need shortage is most acute for larger dwelling types and whilst there is a demand for all housing types, the demand for family housing especially that which constitutes affordable housing, remains.
- 9.6 The proposal seeks to provide a 3 bedroom family dwelling on the ground floor. The proposed 3 bedroom dwelling is functional, spacious and has access to its own amenity area. Therefore, the proposal adheres to the requirements of Policy 5 of the Core Strategy and the principle of the change of use to C3 (residential) is acceptable.
- 9.7 Given the residential composition of the remainder of Dover House and the surrounding area, no objection is therefore raised.

Impact on the street scene and character of the area

- 9.8 The appearance of the residential unit itself will remain largely the same with replacement windows to match existing openings. The tilt and turn PVC-u windows will be replaced by PVC-u side opening casement double glazed windows with built-in window restrictors for increased security. Both entrance and rear doors will be replaced with 1026mm door leaf width new doors. The entrance door position has been relocated within the existing covered entrance to provide a direct approach, eliminating the need to turn sharply upon entry. This aids in the accessibility of the flat. The aesthetics of the unit would appear more residential in nature rather than commercial which is welcomed. In addition, these windows and doors would add to security on the ground floor when looking out on to the communal forecourt area. In this regard, no objection is raised to this element as such alterations would improve the aesthetics of the elevations.
- 9.9 The outdoor garden space situated to the rear of the proposed flat will be fenced off using 1.8m high Go-Plastic GovaWall fencing system, constructed from UV-resistant recycled plastic. This addition is deemed to be acceptable visually against the fabric of the building given its siting when viewed in the surrounding area. Of particular note, the fenced off amenity area is situated to the side of the building which is closest to Carlton House and thus views to this area would really be at oblique angles from the existing properties. Final details of the enclosure are to be secured by condition.
- 9.10 The alteration to the footpath leading to the proposed unit does not require planning permission but is welcomed in terms of ease of access and

connectivity. The alterations involve planting, which would be welcomed, given that the communal area now is currently a flat turfed lawn with no landscaping features. Overall, it is considered there would be no adverse impact on the street scene or character of the area.

Floor space and layout

- 9.11 The London Housing SPG requires 3 bedroom, 6 person dwellings to provide a floor space of 95sqm. The proposal provides 135 sqm. Each bedroom provided is a double room and exceeds the minimum standard of 11.5 sqm. The proposal therefore exceeds the requirements of the London Housing SPG. The extra floor space can be seen accommodating the accessible wet room and the wider hallway. Each habitable room has a window serving it. These rooms are all well lit and each have outlook from all the windows on to the communal area or the private amenity space. The kitchen and living area are large and white goods have been annotated on the plan to demonstrate these areas would be functional and useable. All bedrooms can accommodate beds and a wardrobe in them, again indicating they are functional and useable. In this regard, the proposal would comply with Policy CP4 of the Core Strategy and Policy 3.5, as well as the objectives of the NPPF and the London Housing SPG and Nationally Described Space Standards.

Impact on residential amenity

- 9.12 The windows and means of opening already exist and thus there would be no additional perceived implications with regards to this element of the scheme. A 1.8m high means of enclosure is being erected to create the amenity area. It is considered that this height and its associated depth of 3m would not cause undue harm given its siting on the plot. Consequently, given the siting of the proposed works, the proposal would not harm privacy, outlook, sunlight or daylight.

Amenity space provision

- 9.13 The proposed residential units is on the ground floor and thus the opportunity exists to provide dedicated private amenity space. The current residential units in the block currently only have access to the communal grounds. The proposed amenity space would be erected on part of the communal grounds. No objection is raised to the reduction given that the private amenity space proposed is relatively small when viewed proportionally to the existing communal grounds. The Development Management Document (2014) would require family accommodation to have access to a minimum of 9sqm of amenity space: the proposal provides 15 sqm. The proposed amenity space therefore is in excess of what would be required by the policy. It should also be noted that the amenity space has been designed to be accessible and thus would be deemed as a functional and useable space. In this regard, no objection is raised to this element of the scheme.
- 9.14 The proposed landscaping area, as indicated on the plans, would appear to be hard landscaped. A condition is therefore proposed to obtain further details and ensure the surfacing is permeable or addresses SuDs requirements

Parking, Access & Traffic Generation

- 9.15 The proposed site is located on the corner of Gloucester Road and Sterling Way. Gloucester Road is a classified adopted road and there are parking restrictions in place within the immediate vicinity in the form of the North Middlesex Hospital CPZ: parking restrictions are in place in the vicinity of the proposal site (Resident permit holders only, Monday – Sunday, 9am – 8:30pm).
- 9.16 The site has a PTAL of 5 with bus stops located nearby and Silver Street Train Station can be reached within under a 5-minute walk of the proposal site, the PTAL level indicates that access to public transport is very good. As a result, the location would support the provision of no off street parking in this instance.
- 9.17 Originally as submitted, the scheme provided 1 accessible car parking space. This has since been removed from the submission given that the car parking space was considered to harm the operation of the existing 'emergency access'. The applicant has advised that should a car parking space be required for the future occupier of the unit, dependent on if they own a vehicle, then 2 spaces in the adjoining Bolton Road car park, are available and could be utilised. This car park, and the associated building, is also within the ownership of the Council and could accommodate an accessible space. This car park is used but could accommodate this additional requirement. In this regard, no objection is raised.
- 9.18 The proposed floor layout demonstrates that 2 cycle spaces can be accommodated in the hallway of the proposed unit. The proposed 2 spaces accord with the London Plan requirements for minimum cycle standards. In this regard, no objection is raised to the proposed cycle provision.
- 9.19 The existing refuse and recycling facilities serving the existing 51 residential units would be used by the proposed unit. In this regard, no objection is raised to the refuse and recycling provision proposed.

Sustainable Development

- 9.20 This proposal would be required to achieve a 19% improvement of the total CO2 emissions above Part L of the Building Regulations (2013), water efficiency measures of 105L or less for internal consumption of water and achieve a BREAM rating of no less than "Very Good".
- 9.21 No details of sustainable development measures have been advanced as part of the planning application. However, it is understood that the proposed works involve the provision of a single dwelling within a multi-story block comprising of 51 apartments. The maintenance and energy efficiency of the block has been, and will continue to be, monitored and upgraded as part of Enfield Councils planned capital works. In this regard, it is considered that conditions can be imposed to ensure that the unit specifically achieves the required sustainable measures as per the adopted planning policy.

Accessibility

- 9.22 The flat has been designed to be fully accessible for a wheel chair user. Both external doors will be manually operated and of a suitable width for wheelchair access, in accordance with Approved Document M of the Building Regulations. Both external doors are to be accessed via level thresholds with an allowance

for an entrance ramp and landing in order to achieve level access to the front entrance. The internal flat layout has been designed as an accessible dwelling to achieve compliance with Approved Document M4(3). To ensure that this is the case, a condition has been imposed.

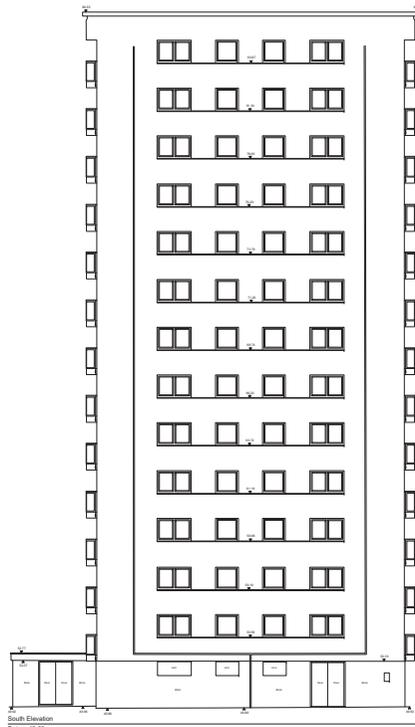
Community Infrastructure Levy (CIL)

- 9.23 As of the April 2010, new legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development.
- 9.24 Although the Council's and Mayoral CIL would be payable with the creation of the 135 sqm floor space, because this is providing social housing . This would equate to £60 per sqm for the Mayors CIL and £40 per sqm for, Members should note that the unit will be subject to relief and therefore exempt

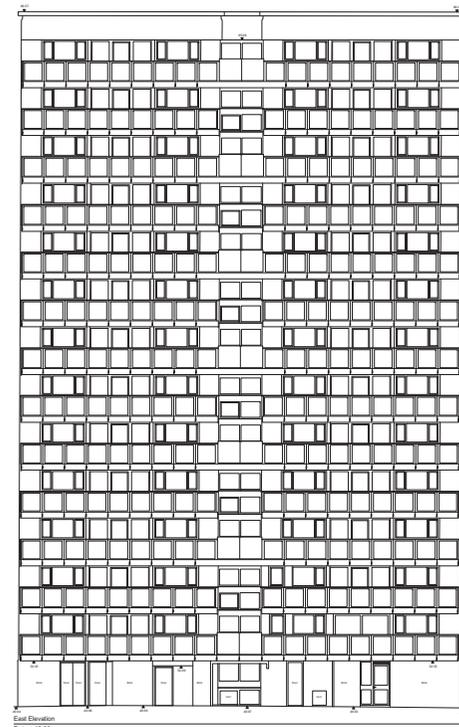
10.0 Conclusion

- 10.1 The proposal is a 3 bedroom family unit, which adds to the housing stock in the Borough. This actively contributes towards both Borough specific and London-wide strategic housing targets. The residential unit will form part of Enfield Council's social housing provision and will be allocated to an applicant on the Council's register with particular accessibility needs. The loss of the existing community facility has been robustly justified. The proposals would not be detrimental to visual amenities, residential amenities or highway safety and would be in keeping with the character of the area. In this regard, no objection is raised, and the application has been recommended for approval subject to conditions.

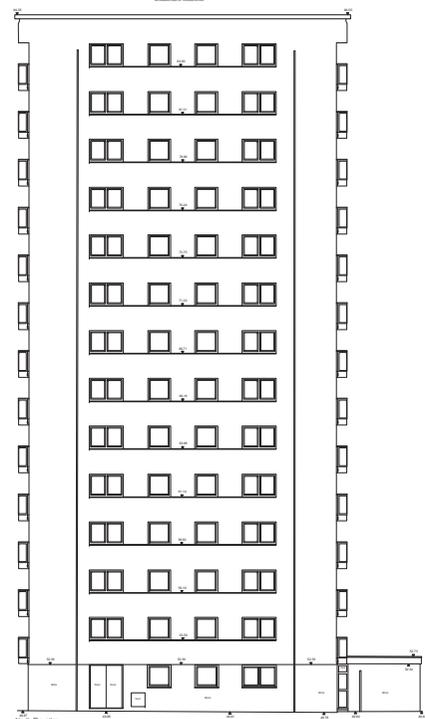
EXISTING ELEVATIONS



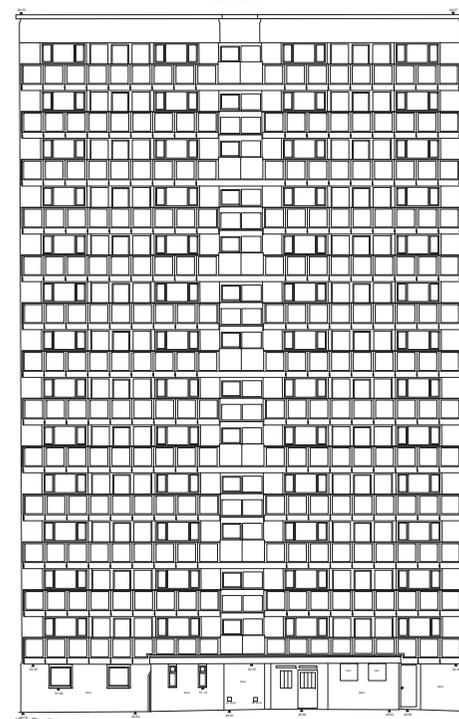
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East Elevation
Datum 48.00m



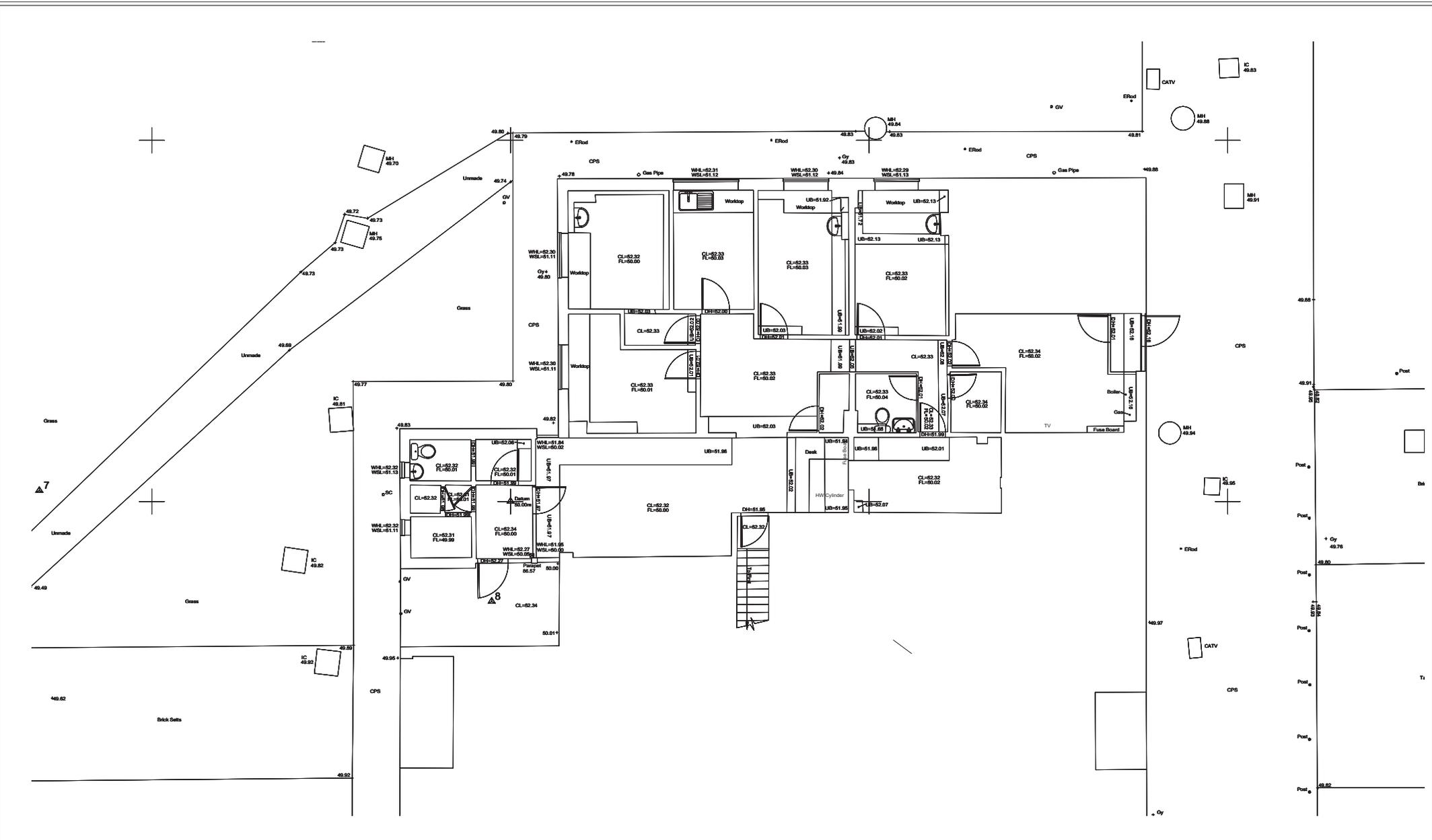
North Elevation
Datum 48.00m



West Elevation
Datum 48.00m



 Kendall Kingscott Chartered Architects Chartered Building Surveyors Interior Designers CDM Advisors	Dover House GP Surgery Enfield Borough Council	P1 06/2020 191126-1300 Existing Elevations 191126-1300 P1	
	10 Dover Court Road, Welwyn Garden City, Herts SG13 1JH +44 (0) 4752 472 222 www.kendallkingscott.co.uk	Date: 11/09/20 Author: AD Project: 191126-1300 Drawing: Existing Elevations	06/2020 GC 1300 PLANNING
	Dover House GP Surgery Enfield Borough Council		191126-1300 P1
	Dover House GP Surgery Enfield Borough Council		191126-1300 P1



Scale 1:100 @ A3



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Project
Dover House GP Surgery

Client
Enfield Borough Council

Scale 1:100
Paper Size A3
Revision 191126.vwx

P1 06/04/2020 FIRST ISSUE
Rev Date By Ap Note

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Existing Layout

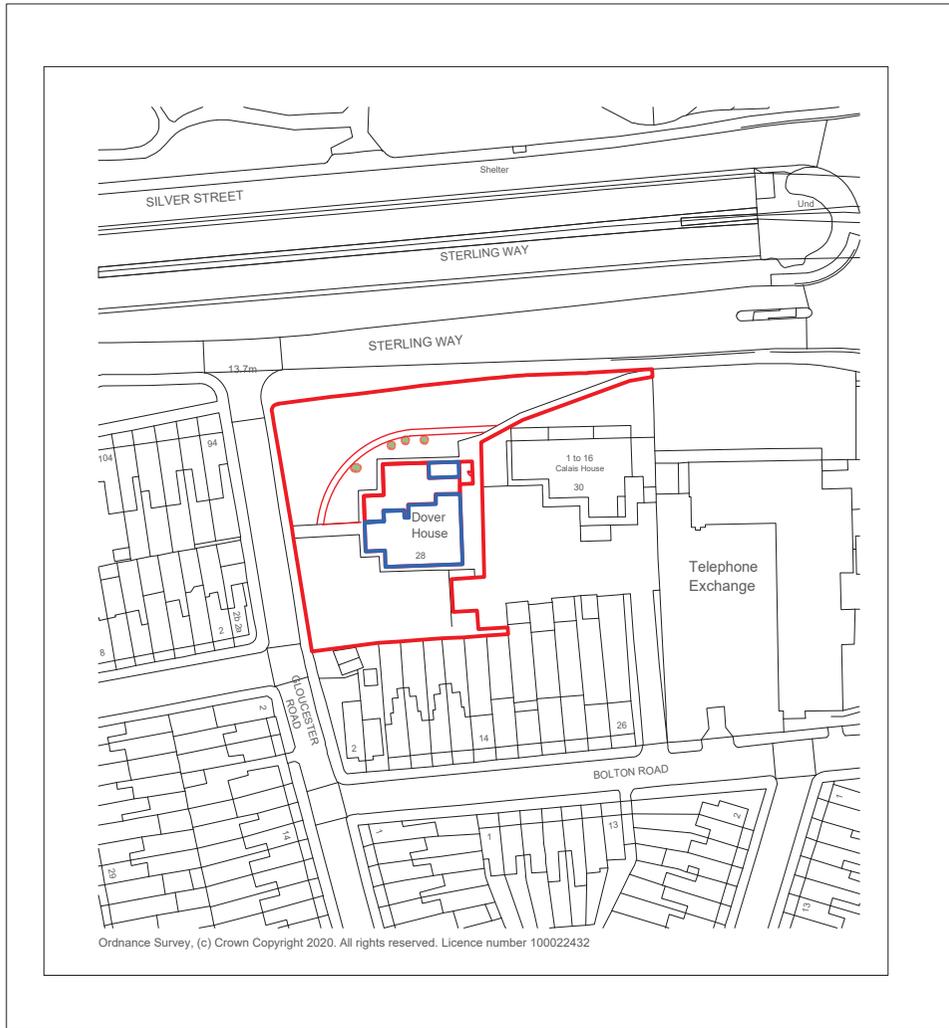
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191126-1200 P1

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SITE LOCATION AND BLOCK PLAN

Existing site showing proposed parking location, proposed rear external garden space and new footpath directing pedestrian traffic away from flat



SITE LOCATION PLAN

Scale 1:1250 @ A3

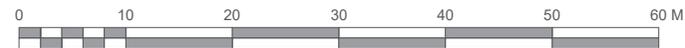


Scale 1:1250 @ A3



SITE BLOCK PLAN

Scale 1:500 @ A3



Scale 1:500 @ A3



KEY

- Application Site
- Adjoining Land Owned by the Applicant



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Project
Dover House GP Surgery

Client
Enfield Borough Council

Scale Paper Size Filename
Various A3 191126.vwx
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21/05/2020 MM Parking omitted
14/04/2020 Outlines amended; Key added
Rev Date By Ap Note

Drawing Title
Site Location and Block Plan

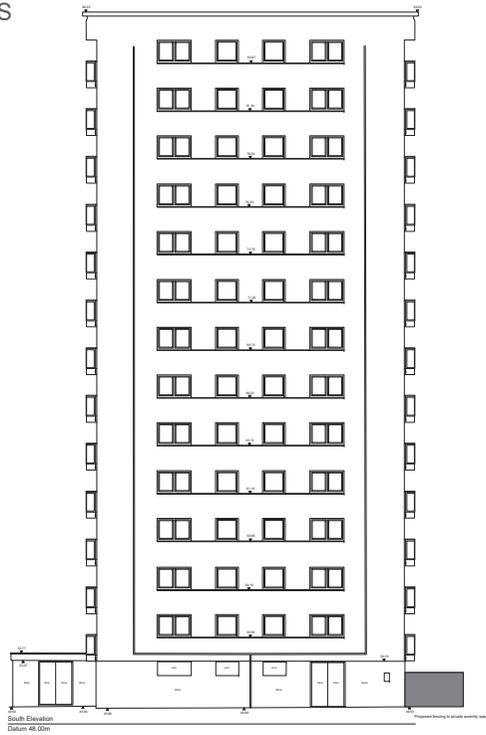
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Date Drawn Checked Status
20/03/20 NB MM PLANNING

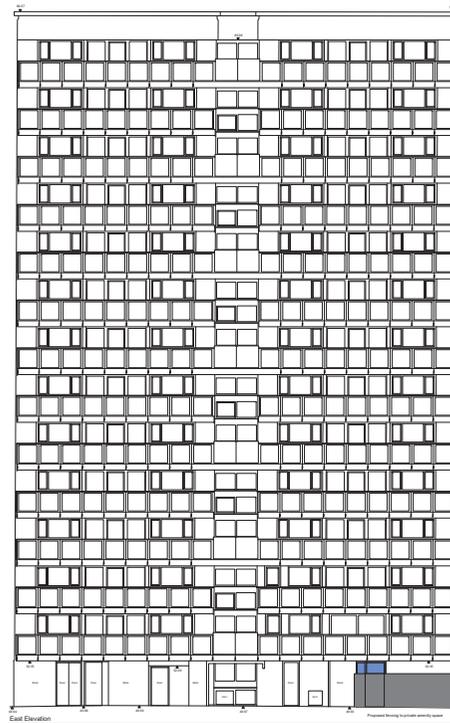
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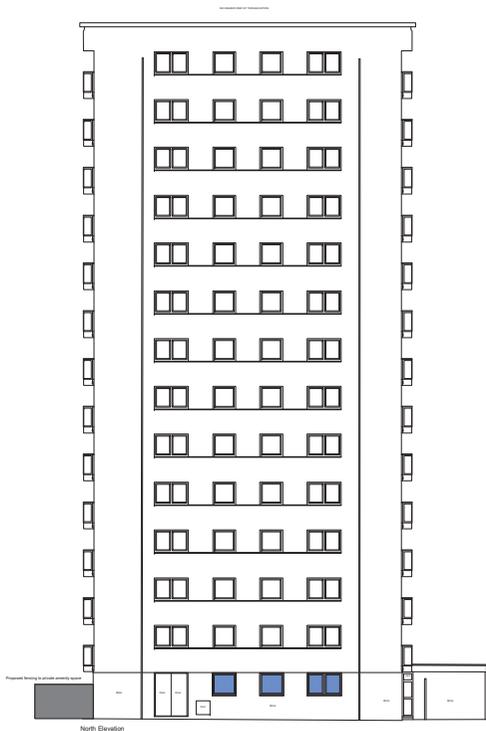
PROPOSED ELEVATIONS



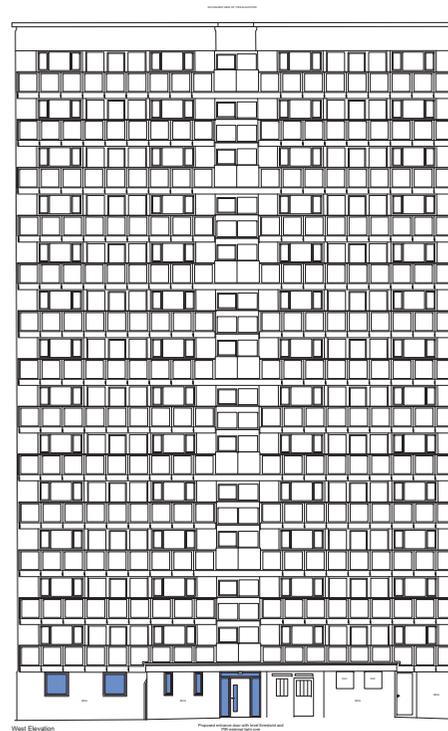
South Elevation
Datum 48.00m



East Elevation
Datum 48.00m



North Elevation
Datum 48.00m



West Elevation
Datum 48.00m

KEY

- New 1800mm height fencing
- New PVC-u windows and doors



		P1 06/03/2018 19/01/2018 Date: 06/03/2018 File: 191126-1500
Chartered Architects Chartered Building Services Member Engineer CDM Services	Dover House GP Surgery Dover House GP Surgery Enfield Borough Council	Proposed Elevations 191126-1500 P1
Suite 2, Deodar House, 10 Deodar Road, Teddington TW11 0EH +44 (0) 181 472 4722 www.kendallkingscott.co.uk	Date: 19/01/2018 Number: AD Revision: 191126-1500 Drawing: Proposed Elevations	Date: 06/03/2018 Drawn: NLS Checked: NLS Status: PLANNING

ROOM REF.	ROOM	AREA (m ²)	DEPTH x WIDTH (mm)
1.00	WET ROOM	7.0	2500 x 3300
2.00	TWIN BEDROOM	18.0	7550 x 2550
3.00	SINGLE BEDROOM	11.8	5050 x 2300
4.00	DOUBLE BEDROOM	13.4	5000 x 2600

WORKS TO DOVER HOUSE FORMER GP SURGERY - POINTS TO NOTE

1.00	LOUNGE	18.0	5100 x 3300
1.00	STORAGE 1	3.0	2000 x 2000
1.00	STORAGE 2	2.5	3000 x 900

Bedroom Requirements
 - Approved Document (M3) 2015, 3.35: Principal bedroom to be minimum 13.5m²; twin room 12.5m²; single room 9.5m². Minimum width 2.4m, minimum 1m clear access zone to one side of each bed and in front of all furniture.

Proposed Hotel
 - Proposed Hotel installation subject to structural assessment (Approved Document (M3) 2015, 3.35 c - ceiling structure to every bedroom is to allow for the fitting of an overhead host capable of carrying a load of 200kg)

External Pathway re-routed to allow privacy to residents
 - Plants, bushes and planter recommended to prevent pedestrians using shortcut across grass.

New Car Parking adjacent to Main Entrance
 - Additional handstanding to allow for car parking space (WHDG 3.2.2 recommends 6000mm x 3600mm).

PROPOSED ROOM DIMENSIONS AND AREAS WITH INTERNAL INSULATION TO EXTERNAL WALLS

